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EDUCATION INTERESTS AND BEHAVIOR OF EAST CENTRAL FLORIDA MUNICIPAL OFFICALS.

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MAILED QUESTIONNAIRES GATHERED INFORMATION FROM 25 ELECTED AND 36 APPOINTED OFFICIALS IN SEVEN EAST CENTRAL FLORIDA COUNTIES ABOUT THEIR INTERESTS AND BEHAVIOR IN REGARD TO CONTINUING EDUCATION. THE FIRST PHASE OF THIS STUDY, IN 1966, DETERMINED EDUCATIONAL INTERESTS, WHILE THIS, THE SECOND PHASE, DETERMINED ACTUAL BEHAVIOR. ELECTED OFFICIALS PREFERRED ACTIVITIES PROVIDED BY ORGANIZATIONS OTHER THAN EDUCATIONAL INSTITUTIONS BUT PARTICIPATED LITTLE BECAUSE OF THE LACK OF COURSES THEY WANTED. APPOINTED OFFICIALS PREFERRED ACTIVITIES PROVIDED BY EDUCATIONAL INSTITUTIONS BUT DID NOT PARTICIPATE MUCH BECAUSE OF LACK OF TIME. THOSE WHO DID PARTICIPATE WERE GENERALLY YOUNGER, WITH A HIGHER ACADEMIC ACHIEVEMENT RATE, AND WITH MORE RECENT INVOLVEMENT IN OTHER EDUCATIONAL ACTIVITIES THAN THE NON PARTICIPANTS. AMONG THE SUBJECTS OF STUDY MOST WANTED WERE FISCAL POLICY, MANAGEMENT, PUBLIC RELATIONS, PERSONNEL MANAGEMENT, POLICY ADMINISTRATION, AND COMMUNITY PLANNING. (THE FIRST PHASE OF THIS STUDY IS REPORTED IN DETAIL IN EDRS DOCUMENT NUMBER ED 011 639.) (PT)

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EDUCATION INTERESTS AND BEHAVIOR OF EAST CENTRAL FLORIDA MUNICIPAL OFFICIALS

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AC 002388

Urban Research Center
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PREFACE

As a result of rapid urbanization, technological changes, and changing cultural patterns, municipalities in the United States are being confronted with new and different problems that contain serious implications for this form of local government. One solution to the problems of urban America's cities may rest in an increased awareness of the potential value of continuous learning and the development of improved educational programing for municipal officials.

Educators and public administrators have heretofore recognized the contributions that continuous learning and in-service training programs may make to municipal government. However, accomplishments in the field appear to be limited and little is known about the continuing education interests and activities of the elected and appointed officials of municipalities. Therefore, the objective of the research project reported in the following pages was to obtain basic data concerning the interests and activities of municipal officials in a rapidly urbanizing region.

This report is based on a continuing study of the educational interests and activities of a randomly selected group of municipal officials in east central Florida. The first phase of the study

was conducted in the fall of 1966 and the second phase was completed one year later; in the fall of 1967. The first phase of the study was primarily concerned with mechanical and technical problems involved in providing educational programs for public officials that would be potentially attractive to such prospective participants. The results of phase one served as the basis of an earlier research report "Continuing Education Interests of Municipal Officials in East Central Florida." The second phase of the study was based on actual participation, as reported by the respondents, during the interval between the first contact and the latter. The findings generated by phase two are for the first time reported herein.

It appears that the longitudinal nature of the study will provide an unusual record of the stated interest and actual participation of municipal officials in educational activities. The participation data presented simultaneously with attitudinal data may be useful to educators and public administrators seeking to identify a framework for providing continuing education activities for public officials. Furthermore, by continuing to study this group it may be possible to identify differing characteristics between the municipal officials who regularly participate and those who do not participate in educational activities designed to assist them in the performance of their duties.

H.B.L.

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CHAPTER I

INTRODUCTION

Purpose

The purpose of the study was to provide longitudinal, attitudinal, and behavioral data concerning the continuing education of municipal officials in east central Florida. To accomplish this objective the study consists of two phases. Phase one was conducted in October of 1966 and phase two followed in October of 1967.

The objectives of phase one of the study were: (1) to obtain data that would provide a measure of the regularity of educational activities of municipal officials; (2) to determine educational methods preferred by municipal officials; (3) to determine the interest and willingness of municipal officials in participating in educational activities related to their official duties; (4) to determine which organization or institution is perceived by municipal officials as being responsible for providing educational programs for municipal officials; (5) to determine subject matter areas of interest to municipal officials; (6) to determine the attitude of municipal officials toward resident short-courses; and (7) to determine the perceived adequacy of the educational preparation of public officials for public office.

The objectives of phase two were: (1) to obtain data that would reveal the actual participation of the municipal officials in educational activities during a 12-month period; (2) to determine sponsors of educational activities in which the municipal officials participated; (3) to determine subject matter areas in which the officials participated; (4) duration of educational activities; and (5) to determine the costs of such activities.

Significance of the Study

Rapidly changing knowledge, technology, and urbanization are among the most crucial social facts of the mid-twentieth century. The impact of each of the above social facts appears to be greatest in the municipalities. And while the impact of changing knowledge, technology, and urbanization is generally recognized by the urban resident, it is the urban official who daily wrestles with the consequences of such changes. One consequence is the recognized need for municipal leaders to keep abreast of the changes.

It appears that municipal officials may be able to keep pace and maintain a desirable competence within the political structure only through some form of continuing education. Therefore, this study of the educational interests and activities of municipal officials in one of the nation's rapidly urbanizing regions may provide information that will enable scholars and governmental leaders to develop acceptable institutional forms that will provide viable educational programs for municipal officials.

The impact of social change has not escaped notice in other areas and is not limited to the geographic region studied by the author. The Municipal Manpower Commission, formed by the American Municipal Association, American Society of Planning Officials, and the American Institute of Planners, underlined the needs for improvement of personnel in a 1962 report. Their report indicated that the nation would be confronted with a host of problems stemming from urban growth and that governmental institutions are ill-prepared to make the necessary decision required to solve these problems. Furthermore, the 1962 Municipal Manpower Commission report suggested that the development of an enlightened and energetic civic leadership is essential to the creation of a new and better metropolis and that the personnel of local governments have an all-important part to play in this process.[1]

Thus, it appears that data concerning the educational activities and interests of municipal officials become very important. However, a preliminary step involves the development of educational programs that can equip the municipal officials with the skills and knowledge he needs to accomplish the goal of improved services. Of importance in development of such educational programs is the need to determine what kinds of educational activities are needed and how much time does the municipal official have available for such educational activities.

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[1] Municipal Manpower Commission Report, 1962, cited by Robert Seaver in Skills, Scholarship and the Public Service (Ford Foundation, 1966),p.45.

Continuing education is currently accepted on a pragmatic basis and this pragmatic view of activities that contribute to continuous learning suggests that such activities are necessary in almost all fields of endeavor to keep the practitioner from becoming obsolete. Peter Drucker expounds on this possibility when he suggests that modern man's life pattern is undergoing a revolution.[1] He points to the fact that regardless of one's work, learning has not stopped with the end of schooling. He indicates that learning must begin anew in many ways; new concepts, new skills, new tools, new knowledge. In addition, the problems of providing viable continuous learning experiences for local governmental administrators is complicated by the lack of previous preparation for the task of governing by many of the elected and appointed officials. John Bebout says,

> "in some ways, governors, mayors, department heads, legislators, city councilmen, and other top elected and appointed officials are more in need of in-service training than people who ordinarily get it lower in the echelons of public service. This is partly because they often find themselves catapulted, with no particular preparation, into positions of great complexity, and partly because our whole educational system has somehow failed to come to grips with the problem of educating people for high politics. Add to these considerations the fact that tradition assumes that the mere designation to a high office, if it does not endow a person with the special vision required, at least makes it inappropriate for him to appear in the role of student, and we have a partial explanation for the frustrations of public hopes and aspirations at the point at which they are translated into operative public policy. It is curious that high officials are assumed to have plenty of time to make all kinds of mistakes, but are not deemed to have time to learn how to avoid such mistakes."[2]

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1 Peter Drucker, "The University in an Educated Society," in J. B. Whipple and G. A. Wooditsch (eds), Oakland Papers (Boston: 1966), p. 47.

2 John Bebout, The American Behavioral Scientist (Princeton, N.J.: 1963), pp. 30-31.

The concern for continuous learning by governmental leaders has not been limited to the campus. The Municipal Manpower Commission, formed by the American Municipal Association, American Society of Planning Officials, and the American Institute of Planners, underlined the need for the improvement of personnel in a 1962 report. That report indicated that the nation would be confronted with a host of problems stemming from urban growth and that governmental institutions are ill-prepared to solve these problems. Furthermore, the report found a lack of training programs for municipal employees that would prepare them for such problems.[1]

Neither has the need for continuing education for public officials been restricted to certain geographic locations. In east central Florida, a voluntary organization known as Educational Service for Public Administration (formerly Public Administration Continuing Education Service) has been supporting an educational program since 1966. The purposes of this organization, according to its by-laws are:[2]

1. Identifying needed governmental education and training programs;
2. Evaluating possible programs and resources designed to meet the identified needs;
3. Providing or conducting such needed programs whenever practicable; and
4. Developing concern for the continuing training and education of persons in public service.

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1 Municipal Manpower Commission, loc. cit., p. 45

2 ESPA By-Laws

Definitions

Terminology used in this study with a meaning that may be otherwise misinterpreted is defined below:

Elected Municipal Official - In this study the term "elected municipal official" was used to refer to those leaders of incorporated cities such as mayors, commissioners, councilmen, and aldermen. No distinction was made among these officials and the term was limited to individuals holding the positions. It is noted that these positions are usually elective, however, in some cases such positions may be filled for part of a term by appointment. In each case for the purpose of this study, the individual was considered to hold an elected position and was considered to be an elected municipal official

Appointed Municipal Official - In this study the term "appointed municipal official" is used broadly to include those salaried employees of a city. The definition was not limited to those few positions that are filled by appointment by the governing body. However, the definition does not exclude non-salaried appointees. Positions included in this definition were: city manager, city administrator, city clerk, police chief, fire chief, and other city department heads.

Population

The population from which the sample was selected contained over 11,000 employees in the field of public administration. Of these there were approximately 330 appointed officials in leadership positions selected for this study. There were also approximately 330 elected officials in the population.

East central Florida was defined as the seven-county area of Brevard, Indian River, Lake, Osceola, Seminole, and Volusia Counties. The 1966 estimated population of the region was approximately one million people in the 6,216 square mile area; sixty-six municipalities serve the region

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[1] East Central Florida Regional Planning Council, Council Keynotes, September, 1966.

According to the 1960 census, 11,487 people in the seven-county region were employed in some phase of public administration.[1]

Methodology

One hundred and seventy-seven municipal officials in the seven-county area were selected, using a list of random numbers, to serve as potential respondents in phase one of the survey conducted during October of 1966. A copy of the questionnaire that was sent to each of the subjects is included in the appendix.

Approximately one-half of the subjects receiving the first mailed questionnaires were elected officials, mayors, city councilmen, or commissioners. The other one-half were appointed, city managers, city clerks, fire chiefs, police chiefs, and building inspectors. There were twenty-two mayors, commissioners, councilmen, and aldermen plus twenty-seven appointed officials in the first returns. A second random sample of non-respondents was made from the entire list; in this sample fifteen appointed officials and eight elected officials were selected. All fifteen of the appointed officials and seven of the eight elected officials returned the follow-up questionnaire. Thus, twenty-nine final responses were obtained from elected officials and forty-two from appointed officials.

A record of the respondents participating in phase one of the study was maintained and during the following year each respondent was

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[1] U. S. Bureau of the Census, County and City Data Book, 1962, pp. 54-64.

mailed notices of educational activities that were perceived as being of interest to municipal officials. Then in October of 1967 a questionnaire was mailed to each of these officials requesting information related to the objectives of the second phase of the study.

Of the original seventy-one municipal officials returning questionnaires in phase one of the study sixty-one returned questionnaires in phase two. Twenty-five of these were elected officials and thirty-six were appointed.

Summary

This study of the continuing education activities of municipal officials in east central Florida was conducted to obtain attitudinal and behavioral data from municipal officials in east central Florida concerning continuing education. The area studied consisted of a seven-county area of over 6,000 square miles containing sixty-six municipalities.

A questionnare was sent to randomly selected municipal officials in the seven-county area. Forty-two appointed officials and twenty-nine elected officials participated in the first survey; thirty-six of the appointed officials and twenty-five of the elected officials participated in the second survey.

CHAPTER II

PRESENTATION OF FINDINGS

Municipal officials randomly selected from among appointed and elected officials in east central Florida returned two questionnaires submitted to them at an interval of twelve months to obtain data to identify certain characteristics of the continuing education interests and activities of municipal officials in the area. Tables 1 and 2 illustrate the official positions of respondents participating in the survey and participation in educational activities during the year.

TABLE 1

OFFICIAL POSITIONS OF MUNICIPAL OFFICIALS PARTICIPATING IN THE SURVEY OF THE CONTINUING EDUCATION ACTIVITIES OF MUNICIPAL OFFICIALS IN EAST CENTRAL FLORIDA

Official Position	1966	Number	1967	Number
Elected Officials		29		25
Appointed Officials		42		36
City Managers	10		10	
City Administrators	1		1	
City Clerks	14		11	
Building Officials	6		6	
Fire Chiefs	2		2	
Planning & Engineering	1		1	
Public Works Director	1		1	
Police Chiefs	6		3	
Tax Assessor	1		1	
GRAND TOTAL		71		61

TABLE 2

PARTICIPATION OF RESPONDING EAST CENTRAL FLORIDA MUNICIPAL OFFICIALS IN EDUCATION ACTIVITIES DURING OCTOBER 1966 - OCTOBER 1967

Official Position	Total No.	Participation Yes	Participation No	Percent Participating
Elected Officials	25	9	16	36
Appointed Officials	36	20	16	55
City Managers	10	9	1	90
City Administrators	1	1	0	100
City Clerks	11	3	8	27
Building Officials	6	3	3	50
Fire Chiefs	2	0	2	.00
Planning & Engineering	1	1	0	100
Public Works	1	0	1	.00
Police Chiefs	3	2	1	66
Tax Assessor	1	1	0	100
TOTAL	36	20	16	

Findings

Phase One

The general characteristics of the municipal officials as revealed by the data obtained through the first survey are reported in the subsequent pages. Data obtained through the second questionnaire begins on page 18.

The elected officials had a median educational achievement level, measured in terms of number of years of education completed, of 15 years. The mean was 13.85. The appointed municipal officials had a median educational achievement level of 14 years; a mean of 13.57.

The mean age of the elected officials was 48.25 compared with a mean

age of 47.19 for the apppointed officials. The median age for the elected officials was 47 compared with a median age of 48 for the appointed officials. The age range for the elected officials was from 31 to 75 and the range for the appointed officials was from 25 to 80.

Regularity of Educational Activities

The elected officials indicated that they had been more recently involved in educational activities than the appointed officials. The mean number of years since the last educational activity for the elected officials was 5.24 years compared with a mean of 6.41 for the appointed officials. The appointed officials indicated that they participated more than the elected officials in educational activities sponsored by universities. The elected officials indicated that only four of their number have been involved in such an activity during the past three years, and one of these was a dentist who participated in a dental program rather than an educational activity related to his governmental position; twenty-one of the appointed officials indicated that they had participated in an educational activity sponsored by a state university.

The year reflecting the highest rate of participation in educational activities by the appointed officials and elected officials was 1966. However, one appointed official indicated that he was last engaged in an educational activity in 1924, whereas, one elected official gave 1939 as the date he was last engaged in an educational activity.

The University of South Florida was listed by the respondents as the sponsoring institution of the most recent university sponsored activity. Seven officials cited the University of South Florida, five cited Florida State University, and five cited the University of Florida. Other institutions cited were the University of Miami, a junior college, FICUS, and four out-of-state institutions.

Stated Reasons for Not Participating in Educational Activities

The reasons for not participating in continuing educational activities appear to be a topic worthy of consideration. Prior to this study it was theorized that if it could be determined why municipal officials did not currently participate in educational activities prospective educational programs might be more successful.

Of the elected officials, 48.28 percent cited the lack of courses as the main factor; 33.33 percent of the appointed officials cited this reason. The major factor given among the appointed officals was the lack of time, 40.48 percent gave this reason compared with 44.83 percent of the elected officials. Another difference was observed between the two groups, only 6.90 percent of the elected officials cited lack of local approval as a factor in preventing them from participating, whereas, 11.91 percent of the appointed officials cited this factor.

One question (#14), sought to determine if municipal governments pay the expenses of their elected and appointed officials when they attend educational activities related to their official duties. Of the

elected officials, 55.17 percent indicated that their governments paid their expenses when attending educational activities; 90.48 percent of the appointed officials answered this question in the affirmative.

Stated Interest in Educational Activities

This study was limited to the "stated interest" and does not attempt to verify or corroborate the answers given by the respondents through actual involvement or participation in educational activities. Additional studies may reveal differences or similarities between words and actions.

Question fifteen in the questionnaire asked the respondent if he were interested in educational activities that relate to the public office held. Similarly, question seventeen asked the respondent if he were willing to participate in educational activities conducted locally dealing with topics concerning his public office.

Of the elected officials responding to the questionnaire, 86.21 percent indicated that they were interested in educational activities that relate to their public office; 90.48 percent of the appointed municipal officials answered this question in the affirmative.

A small difference between the responses to "interest in educational activities" and "willingness to participate" in educational activities was noted. The elected officials indicated that 86.21 percent of their number were interested yet only 79.31 percent said they were willing to participate; of the appointed officials 90.48 percent registered

an interest in educational activities and 88.10 percent said they were willing to participate in such activities.

Two additional questions were posed to obtain a response concerning willingness to participate in a specific educational activity for a specified length of time. Questions nineteen and twenty, respectively, asked, "would you like to have the opportunity to learn of the findings of studies concerning the effects of urbanization in your area?" and "would you be willing to spend a day in a conference to discuss the findings of urban research with the scholars who completed the studies?" Of the elected officials responding, 79.31 percent replied to the former question in the affirmative and 82.76 percent to the latter question; of the appointed officials, 85.71 percent replied in the affirmative to the former and 83.33 percent to the latter.

Perceived Value of Educational Activity

Question twenty-nine, "do you think that additional educational activities by public officials would enable them to have a better understanding of Florida's urbanization and enable them to serve more effectively and efficiently?" was posed to elicit a response that would enable the investigator to obtain some measure of the perceived value of such activity. Of the appointed officials, 83.33 percent answered question twenty-nine in the affirmative compared with 75.86 percent of the elected officials.

Institution Perceived as Being Responsible for Education

Which institution is seen by the municipal officials as being responsible for providing for the continuing education of municipal officials? Table 3 provides the data supplied by the respondents.

TABLE 3

INSTITUTIONS AND/OR ORGANIZATIONS PERCEIVED BY PUBLIC OFFICIALS IN EAST CENTRAL FLORIDA AS HAVING RESPONSIBILITY FOR PROVIDING CONTINUING EDUCATION ACTIVITIES FOR PUBLIC OFFICIALS

Institution or Organization	Appointed Official	Elected Official
Universities	73.81	68.87
Junior Colleges	61.09	69.05
Florida League of Municipalities	69.05	55.17

*Totals over 100 percent are due to multiple selection by some respondents.

Suggested Methods of Providing Educational Activities

Elsewhere, the author was concerned with the general preference of methods to provide continuing education programs for public officials, whereas, Table 4 illustrates the methods suggested by the public officials whereby the Florida League of Municipalities, the universities, or junior colleges could provide educational programs.

TABLE 4

EDUCATIONAL METHODS SUGGESTED BY MUNICIPAL OFFICIALS IN EAST CENTRAL FLORIDA TO BE UTILIZED BY UNIVERSITIES, JUNIOR COLLEGES, AND THE FLORIDA LEAGUE OF MUNICIPALITIES

Method	Appointed Officials	Elected Officials
Local conferences	47.62	62.07
State-wide conferences	11.95	13.79
Correspondence	23.81	17.24
Classes (semester duration)	38.10	13.79

*Totals over 100% due to multiple selection by some respondents.

Preferred Education Methods

Table 5 illustrates the educational methods preferred by the appointed and elective officials.

TABLE 5

EDUCATIONAL METHODS PREFERRED BY ELECTED AND APPOINTED MUNICIPAL OFFICIALS IN EAST CENTRAL FLORIDA

Method	Appointed Officials	Elected Officials
Local conferences	76.19	68.97
Correspondence	50.00	44.83
Local lectures	50.00	31.09

*Totals more than 100% are due to multiple selections by some respondents.

Topical Areas of Interest

The municipal officials were requested to list the topics in which they felt the differing institutional forms, the Florida League of Municipalities, the Florida State University System, and the junior colleges, should provide programs. Table 6 illustrates the results of this question.

TABLE 6

TOPICAL AREAS OF INTEREST AND INSTITUTION PERCEIVED AS BEING BEST QUALIFIED TO PROVIDE EDUCATIONAL ACTIVITIES PERTAINING THERETO

Topics	Total Selections	Perceived Sponsoring Instit. Univ.	Jr. Col.	Fla. League
Fiscal Policy	32	12	8	12
Govern. Org.	24	7	7	10
Pub. Relations	19	6	4	9
Personnel Mgt.	13	5	5	3
Police Adm.	10	3	4	3
Community Plan.	10	5	2	3
Revenue	7	1	2	4
Fire Service	6	2	2	2
Educ. & Psychology	8	2	4	2
Official Duties	4	1	1	2
Fed. Aid Programs	4	1	1	2
Miscellaneous (14)	27	8	7	12
TOTAL	*164	53	47	64

*Some respondents selected more than one topic.

Attitudes Concerning Resident Short-Courses

Should municipal officials attend refresher courses for periods of up to two weeks each summer at state university campuses at public expense? Of the elected officials, 44.83 percent answered the above question in the affirmative concerning appointed officials, however, only 27.59 percent thought that elected officials should attend. Of the appointed officials, 54.76 percent thought that appointive officials should attend such an activity while only 45.24 percent thought that elected officials should attend a refresher course.

Perceived Adequacy of Educational Preparation for Public Office

Two questions were posed to determine the perceived adequacy of the educational preparation for public office and the second question was a two-part question. The first question was, "do you think your education adequately prepared you to hold public office?" Of the elected officials, 75.86 percent replied in the affirmative; 64.29 percent of the appointed officials also replied in the affirmative.

The second question was, "can you cite other experiences that prepared you for public office?" Of the elected officials 89.66 percent replied in the affirmative; 76.19 percent of the appointed officials also said yes. The second part of the second question requested the respondents to cite the "other experiences" that prepared them for public office. The majority of each category of

officials cited previous work experience and public contact activity.

Phase Two

One year following the acquisition of the general data reported on pages 10 through 17, the writer secured the following information that may be comparatively studied with the former data.

Rate of Participation by Categories

The 1966 survey revealed that the mean number of years since the last educational activity for the elected officials was 5.24 years compared with a mean of 6.41 for the appointed officials. However, the second survey (1967) revealed that 55 percent of the appointed respondents had participated in at least one educational activity during the year compared with 36 percent of the elected officials. Table 2 provides a complete breakdown of the data according to positions.

Institutions Providing Activities

According to Table 3, based on the 1966 survey, appointed officials perceived the university as the institution having responsibility for providing continuing education for public officials. These same officials placed the Florida League of Municipalities and the junior college in that order after the university. The elected officials favored the junior college followed by the university and Florida League.

The actual participation of municipal officials in educational activities according to institutions providing the activities is reported

in Table 7.

TABLE 7

INSTITUTIONS UTILIZED BY EAST CENTRAL FLORIDA MUNICIPAL OFFICIALS IN CONTINUING EDUCATION ACTIVITIES, OCTOBER, 1966 - OCTOBER, 1967

Official Position	N	Fla. League of Munic.	State Univ.	Junior Coll.	Other Inst.	Fla City Mgrs.Assoc.
Elected Off.	9	5	2		2	
Appointed Off.	20	3	11		10	3
City Mgrs.	9	2	3		5	3
City Adm.	1		1			
City Clerks	3	1	1		1	
Bldg. Off.	3		4		1	
Fire Chiefs	0				1	
Plan. & Eng.	1				1	
Public Works	0					
Police Chiefs	2		2			
Tax Assessor	1				1	

Elected officials participated more in activities sponsored by the Florida League of Municipalities, whereas the appointed officials favored the university sponsored activities.

Participation According to Topic

Table 6 lists the topics reported as being desirable in the 1966 survey. According to Table 8, topics that the officials reported they studied during 1967 were not the same as those reported in 1966 as being desired.

TABLE 8

COURSES IN WHICH EAST CENTRAL FLORIDA MUNICIPAL OFFICIALS PARTICIPATED, OCTOBER, 1966 - OCTOBER, 1967

Official Position	N	Urban Policy	Data Processing & Rec	Public Relations	Legislation	Finance and Accounting	Planning	Bldg. Codes	Law Enforcement	Communications	Engineering	Miscellaneous
Elected Official	9											
Appointed Official	20											
City Mgr.		1	3	3	1		3					2
City Adm.							1					
City Clerks			1			2						1
Bldg. Off.							1	2		2	1	
Fire Chiefs												
Plan. & Eng.												
Public Works												
Police Chiefs									2			
Tax Assessor								1				
		1	4	3	1	2	5	3	2	2	1	3

Length of Activity

According to data reported in Table 9, the length of each educational session attended by the municipal officials participating in the study was usually less than three days. Activities less than three days but longer than one day in length appear to be the most popular.

TABLE 9

LENGTH OF EACH EDUCATIONAL ACTIVITY IN WHICH RESPONDING MUNICIPAL OFFICIALS PARTICIPATED

Official Position	N	One day or less	Three days or less	One work week	Two work weeks	Longer
Elected Official	9	6	9	1		
Appointed Official	20	6	17	3		1
City Mgr.	9		9	2		
City Adm.	1	4				
City Clerks	3	1	1			
Bldg. Off.	3	1	4			
Fire Chiefs	0					
Plan. & Eng.	1					1
Public Works	0					
Police Chiefs	2			1		
Tax Assessors	1		3			

Cost of Education Activities

Table 10 reports the expenses of the officials participating in educational activities during the 1966-67 year under study.

TABLE 10

COSTS OF EDUCATIONAL ACTIVITIES OF EAST CENTRAL FLORIDA MUNICIPAL OFFICIALS BETWEEN OCTOBER, 1966 - OCTOBER, 1967

Official Position	N	Less than $50	$50-$100	$101-$200	$201-$300	$301-$350	$351-$500	Over $500
Elected Officials	9	3	2	3	1			
Appt. Officials	20	8	7	7	0	2	1	
City Mgrs.	9	2	3	4		1	1	
City Adm.	1	1						
City Clerks	3	1	2	1				
Bldg. Off.	3	1	2	1		1		
Fire Chiefs	0							
Plan. & Eng.	1	1						
Public Works	0							
Police Chiefs	2	1		1				
Tax Assessors	1	1						

Eight of the nine sessions attended by elected officials cost $200 or less. Twenty-two of the twenty-five sessions reported by the appointed officials cost $200 or less.

Bearers of Expenses

Cities paid the expenses of six of the elected officials reporting expenses. Sixteen of the appointed officials revealed that their cities sponsored their educational activities. The other four reported no expenses or reported that they or some other agency defrayed the expenses.

Differences Between Participants and Non-Participants

A review of the detailed data reported in the first questionnaire revealed that the officials who participated in educational activities during the year were younger, had more years of formal education, and had participated in educational activities recently.

Table 11 presents a descriptive illustration of the differences in current age, educational achievement, and mean length of time since the last participation (participation based on 1966 data).

TABLE 11

CHARACTERISTICS OF MUNICIPAL OFFICIALS PARTICIPATING AND NOT PARTICIPATING IN EDUCATION ACTIVITIES BETWEEN OCTOBER, 1966-OCTOBER, 1967

Mean	Elected Officials		Appt. Officials	
	Partic.	Non-Partic.	Partic.	Non-Partic.
Age	44.44	52.38	43.65	53.93
Ed. Achievement	15.33	13.75	14.65	13.66
Yrs. since last participation in ed. activity	6.33	9.17	1.30	16.92

Table 11 suggests that two dyads could be developed with the non-participant dyad very similar and the participant dyad similar. These similarities between the elected and appointed categories suggest that these categories may not be as valuable in distinguishing between participants and non-participants as would be age, educational achievement, and length of time since last participation.

Summary

This chapter presented the findings of a two-part survey of elected and appointed officials in east central Florida. According to the findings reported in the chapter it appears, (1) that men outnumber women among the elected and appointed municipal officials in the region; (2) that elected officials may be expected to participate in educational activities with more regularity than appointed officials and that elected officials participate more in educational activities that are included in conventions and meetings provided by associations and/or institutions other than universities, whereas the appointed officials favor activities provided by universities; (3) that elected officials fail to participate more because of a lack of desired courses whereas appointed officials lack time; (4) that both groups of officials have favorable attitudes toward participation in educational activities but their actions fail to equal their expressed attitude; (5) that both groups believe educational activities should be provided by at least three different kinds of institutions; and (6) that interest in topical areas is diverse.

In addition to the above, the survey probed attitudes concerning the perceived value of additional educational activities, cost of activities and differences between participants and non-participants.

CHAPTER III

SUMMARY, CONCLUSIONS, AND IMPLICATIONS

Summary

Twenty-nine elected and forty-two appointed municipal officials in east central Florida participated in the first survey of the continuing education activities and attitudes of public officials in east central Florida. Twenty-five of the elected officials and thirty-six of the appointed officials participated in the second survey. In the first survey questionnaires were mailed to randomly selected officials to collect data concerning their interests and activities. In the follow-up survey the respondents in the first survey served as the population.

The purposes of this study of municipal officials in east central Florida were: (1) to obtain data that would provide a measure of the regularity of their educational activities; (2) to determine educational methods preferred by municipal officials; (3) to determine the interest and willingness of the subjects in participating in educational activities related to their official duties; (4) to determine which organization or institution is perceived by the subjects as being responsible for providing educational programs for municipal officials; (5) to determine subject matter areas of interest; (6) to determine the attitude of the subjects toward

resident short-courses; (7) to determine the perceived adequacy of the educational preparation for public office; (8) to determine differences between stated interests and actual participation; (9) to determine differences in perceived providers of educational service for municipal officials and institutions supporting activities in which the respondents participated; (10) to determine topics of "interest" as compared with those in which respondents enrolled; (11) to determine duration of courses in which the respondents enrolled; and (12) the costs of such activities to the cities and/or the participants.

A pragmatic view of activities that contribute to continuous learning suggests that such activities would be beneficial to municipal officials. The need for such programs has been recognized and suggested to municipalities. Furthermore, concern for continuing education activities for municipal officials has been expresed by educators, organizations composed of municipal officials, and individual political leaders.

Conclusions

Data collected in this two-part study suggest the following conclusions concerning municipal officials in east central Florida.

1. Personal data. Men outnumber women among elected and appointed municipal officials. The mean age of elected municipal officials is 48.25 compared with 47.19 for the appointed officials. The elected official has completed 13.85 years of school education compared with 13.57 years for the appointed official.

2. Regularity of educational activities. The mean number of years since the last educational activity participated in by an elected official was 5.24 years compared with a mean of 6.41 years for the appointed official. Yet, in the second survey 55 percent of the appointed officials had participated in some educational activity during the year, whereas, only 36 percent of the appointed officials participated. In the first survey data revealed the majority of the elected officials participated in educational activities provided by institutions or organizations other than universities, whereas, the majority of the participants among the appointed officials indicated that they had participated in educational activities sponsored by a state university. This same condition prevailed in the second survey.

3. Stated reasons for not participating in educational activities. The major factor preventing the elected officials from participating in educational activities was the lack of courses, according to the questionnaire responses. The major factor preventing the appointed officials from participating in educational activities was lack of time according to their responses. In the second survey 15 of 16 activities in which elected officials participated were three days or less in duration, while 23 of the 26 activities in which appointed officials participated were 3 dyas or less in duration.

4. Stated interest in educational activities. Of the elected officials, 86.21 percent indicated an interest in participating in educational activities, 79.31 percent said they were willing to participate, and 79.31 percent indicated a desire to participate in a specific conference. Of the appointed officials, 90.48 percent

expressed an interest in educational activities, and 88.10 percent indicated a willingness to participate in educational activities, while 85.71 percent indicated a desire to participate in a specific conference. Yet only 36 percent of the elected officials and 55 percent of the appointed officials actually participated in an educational activity during the year.

5. Institution perceived as being responsible for educational programs for public officials. The responses indicated that the appointed and the elected officials felt that the educational program should be shared by at least three institutions, the Florida League of Municipalities, the Florida State University System, and the junior colleges. However, responses to the second survey revealed that Florida League of Municipalities provided most of the service for elected officials while appointed officials favored university sponsored activities. Other organizations, such as the International City Managers' Association and the Florida City Managers' Association were prominent in providing service for the appointed officials.

6. Subject matter areas of interest to municipal officials. Twenty-five topics were suggested by the respondents as topics in which they desired educational programs. Fiscal policy and management was the topic most often cited, followed in order by governmental organization and administration, public relations, personnel management, police administration, and community planning. The second survey revealed limited participation in some of these areas. Some participants were noted in data processing and records, three in public relations,

five in planning, three in building codes and several courses with two participants from the responding sample.

7. Attitudes concerning resident short-courses. Support for the idea of resident short-courses of up to two-weeks duration held on university campuses each summer was supported in varying degrees by each category of municipal officials. Of the elected officials 44.83 percent thought that it was a good idea for appointed personnel but only 27.59 percent supported the idea when applied to elected officials. Of the appointed officials, 54.76 percent supported the idea for appointed officials and 45.24 percent supported the concept for elected officials.

8. Perceived adequacy of educational preparation for public office. The elected officials could cite other experiences as being helpful in preparation for their public office more often than could the appointed officials.

9. Preferred programs. Educational programs that appear to have the potential for the greatest support among elected and appointed municipal officials in east central Florida contained the following elements:

a. They are conducted locally
b. They are sponsored by a university or league of municipalities
c. The conference method is used
d. The topic is fiscal policy and fiscal management, governmental organization and administration, public relations, personnel management, police administration, and/or community planning.

10. Value of additional educational activities. The appointed officials consistently registered a higher regard for, and interest in,

additional educational activities. Thus, it is concluded that appointed officials are inclined to attach greater value to such activities and would present a more responsive clientele for educational programs held in the region. However, the differences between the two groups of officials were small and such a conclusion should be tentative until further study supports or disproves the validity of such a conclusion.

11. Cost of differing activities. The majority of the educational activities in which the respondents participated cost less than $200 including travel and lodging. Since the majority of the educational activities in which the respondents participated lasted three days or less it appears that each day's activity cost approximately $60-$70.

12. Differences between participants and non-participants. It appears that officials who participate in educational activities are usually younger, have a higher educational achievement level, and have recently been involved in other educational activities. The median year for year of last participation by the current participants (reported in 1966) was 1966; the median year for non-participants was 1954. One 1966-67 participant reported in 1966 his last previous educational activity was 1932; his nearest competitor was another elected official who reported 1947 as his last year of educational activity. However, respondents who reported no participation in 1966-67 went as far back (in 1966) as 1926 and two other appointed officials reported 1933 as the last year of participation. Another observation concerns the

least active participants; appointed officials who do not regularly participate in educational activities appear to have participated less than non-participating elected officials.

Implications

The data collected in the survey of the continuing education activities and attitudes of municipal officials in east central Florida imply that the municipal officials are interested in participating in educational activities. However, data collected in the second survey indicates, (1) that "interest" does not necessarily reflect a deep commitment to such participation or (2) that programs to meet the needs of the respondents are not available. Furthermore, it appears that the elected officials prefer activities sponsored by the Florida League of Municipalities, whereas, courses sponsored by the Florida State University System are favored by the appointed officials. These findings suggest that the elected officials may be attracted by the social by-products of educational conferences, whereas, the appointed officials may be more serious in their search for assistance to solve municipal problems.

The findings of this research suggest that both the elected and appointed officials in east central Florida may participate in educational activities and that they have a desire to participate but that the limited programs and travel requirements with attendant loss of time away from their responsible positions may make such participation unattractive. Thus, it appears that consideration of the factors of

distance, sponsor, method, and topic is imperative in the planning of any educational activity for municipal officials in east cen... Florida. The expense of participating in such educational activities does not appear to be a critical factor.

The findings concerning differences between participating and non-participating (in educational activities) officials suggest that officials who have formerly been involved in educational activities would be expected to continue to participate. The responses that revealed the sponsores of educational activities, also suggest that elected officials tend to favor "convention" framed activities with the opportunities for a measure of social activity, whereas, the appointed officials appear to take their continuing education experiences more seriously and favor "academic" framed activities provided by universities.

These findings provide sufficient guidelines for the development of experimental programs, such as regional educational centers that would provide a conduit from the local region to the campus. These regional educational centers could then explore the specific needs of officials within their region and work with the educational institutions serving that region to provide educational activities within the desirable framework that exists within that region.

Recommendations for Future Study

It would appear that a continuation of this longitudinal study of the

respondents in this survey would be useful. Similar to phase two of this study, such a study would consider responses to questions concerning the willingness of the respondents to participate in educational activities and their actual behavior in the following year. Furthermore, an in-depth study of the characteristics of the participants and non-participants in educational activities should provide valuable comparative data. And finally, experimental programs may be developed to explore the more substantive aspects of successful continuing education activities for public officials.

APPENDIXES

APPENDIX I

PUBLIC OFFICIALS' CONTINUING EDUCATION SURVEY

1. Name_____ 2. Date of birth_____

3. Sex (M) (F) 4. Your position is elective ( ); appointive ( ).

5. Education: grades 1-8 ( ); high school grad. ( );
   1-2 yrs. college ( ); 4 yrs. college ( );
   graduate or professional degree ( ).

6. College degree in what field? _____

7. Date of graduation of completion of education? _____

8. Date of last educational activity? _____

9. What was the nature of this activity? classes ( ); lecture ( );
   conference or workshop ( ); self-instruction ( ).

10. Have you attended (within the past 3 years) an educational activity
    sponsored by a state university? yes ( ); no ( ).

11. What was the subject?_____

12. What university sponsored the educational activity?_____

13. How long was the activity? one day or less ( ); 2 days ( );
    3 days ( ); one week ( ); longer than one week ( ).
    Who paid your expenses?_____
14. Is your local government willing to pay your expenses for educational activities such as conferences, workshops, lectures, etc. that relate to your official duties? yes ( ); no ( ).

15. Are you interested in educational activities that relate to your responsibilities as a public official? yes ( ); no ( ).

16. In which of the following kinds of educational activities that relate to your official responsibilities are you interested? lectures ( ); correspondence ( ); conferences and workshops ( ).

17. Would you participate in educational activities (conducted locally) dealing with topics concerning your public office? yes ( ); no ( ).

18. Would you participate in a correspondence course dealing with topics concerning your public office yes ( ); no ( ).

19. Would you like to have the opportunity to learn of the findings of studies concerning the effects of urbanization in your area? yes ( ); no ( )

20. Would you be willing to spend a day in a conference to discuss the findings of urban research in your general area with the scholars who completed the studies? yes ( ); no ( ).

21. Would you be willing or able to leave your area for participation in educational activities? yes ( ); no ( ). If yes, for how long? _____

22. What factors prevent you from participating in educational activities related to your official responsibilities: no courses offered ( ); no time ( ); cost ( ); lack of local approval ( ).

23. [a]Do you think the Florida League of Municipalities should provide additional educational programs? yes ( ); no ( ).

    [b]What kind of topics would you suggest?_____

    _____

    _____

24. [a]Do you think that the Florida University system should provide additional educational programs for public officials? yes ( ); no (

    [b]What kind of topics would you suggest?_____

    _____

25. [a]Do you think that junior colleges should provide educational programs for public officials? yes ( ); no ( ).

    [b]What kind of topics would you suggest?_____

    _____

26. How would you suggest these educational activities be offered? correspondence ( ); regional or local conferences ( ); statewide conferences ( ); regular evening classes for a semester ( ).

27. Do you think that <u>appointive</u> public officials should attend refresher courses for periods of up to two-weeks each summer at state university campuses at public expense? yes ( ); no ( ).

28. Do you think that elected public officials should attend refresher courses for periods of up to two-weeks each summer on state university campuses at public expense?
yes ( ); no ( )

29. Do you think that additional educational activities by public officials would enable them to have a better understanding of Florida's urbanization and enable them to serve more effectively and efficiently? yes ( ); no ( )

30. Would you participate in adult educational activities that do not relate to your responsibilities as a public official?
yes ( ); no ( )

31. Do you think your education adequately prepared you to hold public office? yes ( ); no ( )

32. Can you cite other experiences (in addition or other than your education) that prepared you for public office?
yes ( ); no ( )

33. What are they?_____

_____

_____

_____

APPENDIX II

THE FLORIDA STATE UNIVERSITY

TALLAHASSEE 32306

GRADUATE SCHOOL
INSTITUTE FOR SOCIAL RESEARCH

URBAN RESEARCH CENTER
2323 S. WASHINGTON AVENUE
Titusville, Florida 32780

October 30, 1967

Dear Public Official:

Florida State University's Urban Research Center is continuing its research into the educational activities of public officials and the best way to provide educational service to you. I am sure that you will recall assisting us in our data collection last year. That information has been helpful and has been provided to numerous educational institutions including the Florida Board of Regents.

You can help us once again by completing the questions listed on this page and returning it without your signature. As in the past we guarantee you anonymity.

Sincerely,

Huey B. Long

Huey B. Long, Ph.D
Director

HBL/jmh

1. Did you participate in an educational activity designed to assist you in your job as a public official during the year, October 1, 1966 through October 1, 1967? ___yes; ___no

2. Kind of educational activity?
   ____ conference or workshop
   ____ lecture
   ____ correspondence

3. What was the topic? _____

4. Who sponsored the educational activity?
   ___Fla. League of Cities ___Fla. Assoc. of County Commissioners
   ___A state university. Which one?_____
   ___A junior college. Which one_____
   ___Other. Describe_____

5. How long was the activity? one day or less ( ); three days ( ); one working week ( ); two working weeks ( ); longer ( ) How long?
   _____

6. Who paid your expenses?_____

7. What were the approximate costs?_____

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